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Kathleen Q. Abernathy
Vice President - Regulatory Affairs

January 21, 1999

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JAN 21 1999

FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

EX PARTE

Ms. Magalie Roman Salas
Secretary
Federal Communications Commission
1919 M Street, N.W., Room 222
Mail Stop 1170
Washington, D.C. 20554

RE: CS Docket No. 98-147, Deployment of Wireline Services Offering Advanced
Telecommunication Capability

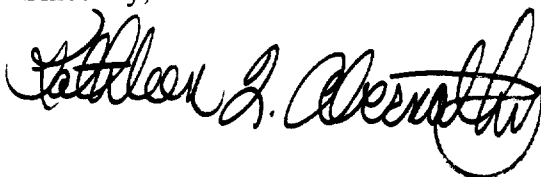
Dear Ms. Salas:

Enclosed is a letter with attachment submitted today as a written ex parte to the Chairman and all Commissioners. Please include this letter and the attachment in the record for the above referenced proceeding.

In accordance with Section 1.1206(b)(1) of the Commission's rules, the original and one copy of this letter, with attachment, are being filed with your office. Acknowledgment and date of receipt of this transmittal is requested. A duplicate of this letter is included for this purpose.

Please contact me should you have any questions concerning this matter.

Sincerely,



Attachment

No. of Copies rec'd 041
List ABCDE

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FEDERAL COMMUNICATIONS COMMISSION
OFFICE OF THE SECRETARY

January 21, 1999

Chairman William Kennard
Federal Communications Commission
445 12th Street, NW, 8th Floor
Washington, DC 20554

RE: CC Docket 98-147 Deployment of Wireline Services Offering
Advance Telecommunications Capability

Dear Chairman Kennard:

Since the Commission is considering what unbundling and resale obligations should apply in the advanced services context, I wanted to offer further analysis regarding the Communications Act's requirements. As U S WEST stated in its comments, requiring an incumbent LEC that offers advanced services on an integrated basis to provide unbundled loops and collocation space is both sufficient to ensure fair competition and consistent with the Act. Adopting additional unbundling obligations for packet-switched data facilities — with respect to which incumbents have absolutely no advantage over new entrants — would needlessly hamper the deployment of advanced services.

The 1996 Act gives the Commission the authority to allow incumbent LECs to provide advanced services on an integrated basis without unbundling the advanced services electronics or reselling wholesale services at a discount. The plain terms of sections 251(d)(2) and 251(c)(4) of the Act warrant this result, particularly in light of the deregulatory thrust of section 706; this course would not require the Commission to forbear from enforcing any provision of the Act.

Section 251(d)(2) gives the Commission the discretion to "determin[e] what network elements should be made available" among those potentially subject to unbundling. 47 U.S.C. § 251(d)(2). Congress specified two facts that the Commission "shall consider, at a minimum": whether the failure to provide access to a particular network element would "impair" the ability of requesting carriers to provide service and, in the case of a proprietary element, whether unbundled access to that element is "necessary." *Id.* The impairment standard in section 251(d)(2) entitles a new entrant to obtain an

element of an incumbent's network under section 251(c)(3) *only* when it cannot reasonably obtain a substitute facility elsewhere or build the facility itself. In light of the ready availability of DSLAMs, ATM switches, transport links, and routers on the open market, and because incumbents already must make loops and collocation available, these facilities do *not* meet Congress's criteria for mandatory unbundling.

Assuming for argument's sake that, in the circuit-switched environment, a lack of access to switches and other UNEs that can be purchased from other sources *would* impair entrants' ability to compete (a question that the Supreme Court is considering), that assumption must rest on the premise that incumbents have vast circuit-switched networks in place that cannot readily be duplicated. By contrast, incumbents plainly have no first-mover advantage in the packet-switched world. U S WEST and other incumbents are building advanced services networks from the ground up and must purchase new data networking equipment from suppliers such as Cisco Systems — just as CLECs must. As noted above, the basic inputs from the circuit-switched network, loops and collocation space, are available to incumbents and new entrants alike. Thus, incumbents and CLECs are on an entirely equal footing, and declining to force incumbents to provide cost-based access to the advanced services equipment they purchase would not impair entrants' ability to compete. The entrants can simply purchase equipment from the same sources as the incumbents. If the Commission were to impose new requirements to unbundle advanced services equipment, it would do the exact opposite of what section 706 of the Act requires: Instead of *removing* regulatory barriers to infrastructure development, it would create strong disincentives to investment by incumbents in new technologies.

A broad array of commenters agree with this analysis. For example, the Internet Access Coalition — a group made up of prominent ISPs such as America Online and EarthLink, equipment manufacturers such as Apple Computer, Compaq, Dell, IBM, and Intel, associations such as the Information Technology Association of America, and even CLECs such as Covad — stated:

Competitive LECs will depend on collocation and unbundled loops to deploy advanced services; as long as ILECs are complying with those rules, competitive LECs can deploy electronics as quickly and efficiently as ILECs. Moreover, *the quality of service a competitive LEC can offer, absent access to the advanced services electronics, will not decline if the ILEC's electronics are not offered on an unbundled basis nor will the cost of providing the service rise.* Furthermore, eliminating unnecessary unbundling obligations could encourage ILECs to deploy advanced services.^{1/}

^{1/}

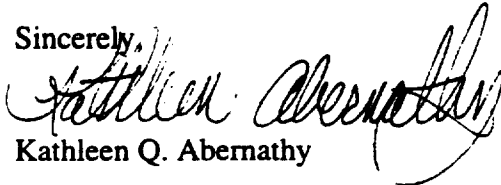
Comments of Internet Access Coalition at 21 (emphasis added).

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Please feel free to call me if you have any questions or would like to discuss these issues further.

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Kathleen Q. Abernathy

CC: Mr. Thomas Power

^{2/}

See Implementation of the Local Competition Provisions in the Telecommunications Act of 1996, 11 FCC Rcd 15499, ¶ 874 (1996) (characterizing exchange access as a "fundamentally non-retail service" to which Congress never intended section 251(c)(4) to apply).

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January 21, 1999

Commissioner Michael Powell
Federal Communications Commission
445 12th Street, NW, 8th Floor
Washington, DC 20554

RE: CC Docket 98-147 Deployment of Wireline Services Offering
Advance Telecommunications Capability

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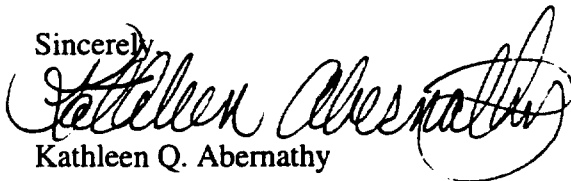
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Kathleen Q. Abernathy

CC: Mr. Kyle Dixon

^{2/} See *Implementation of the Local Competition Provisions in the Telecommunications Act of 1996*, 11 FCC Rcd 15499, ¶ 874 (1996) (characterizing exchange access as a "fundamentally non-retail service" to which Congress never intended section 251(c)(4) to apply).

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Kathleen Q. Abernathy
Vice President - Regulatory Affairs

January 21, 1999

Commissioner Harold Furchtgott-Roth
Federal Communications Commission
445 12th Street, NW, 8th Floor
Washington, DC 20554

RE: CC Docket 98-147 Deployment of Wireline Services Offering
Advance Telecommunications Capability

Dear Commissioner Furchtgott-Roth:

Since the Commission is considering what unbundling and resale obligations should apply in the advanced services context, I wanted to offer further analysis regarding the Communications Act's requirements. As U S WEST stated in its comments, requiring an incumbent LEC that offers advanced services on an integrated basis to provide unbundled loops and collocation space is both sufficient to ensure fair competition and consistent with the Act. Adopting additional unbundling obligations for packet-switched data facilities — with respect to which incumbents have absolutely no advantage over new entrants — would needlessly hamper the deployment of advanced services.

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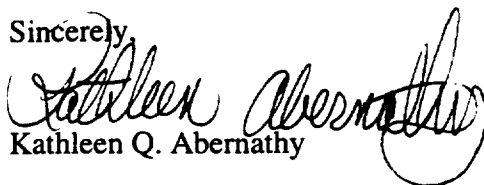
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Kathleen Q. Abernathy

CC: Mr. Kevin Martin

^{2/}

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Kathleen Q. Abernathy
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January 21, 1999

Commissioner Gloria Tristani
Federal Communications Commission
445 12th Street, NW, 8th Floor
Washington, DC 20554

RE: CC Docket 98-147 Deployment of Wireline Services Offering
Advance Telecommunications Capability

Dear Commissioner Tristani:

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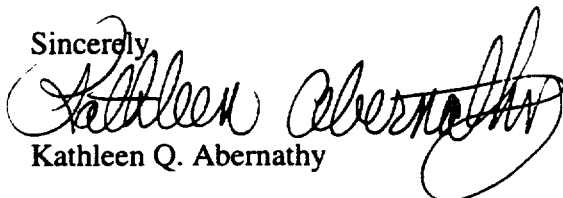
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Please feel free to call me if you have any questions or would like to discuss these issues further.

Sincerely,

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Kathleen Q. Abernathy

CC: Mr. Paul Gallant

^{2/} See *Implementation of the Local Competition Provisions in the Telecommunications Act of 1996*, 11 FCC Rcd 15499, ¶ 874 (1996) (characterizing exchange access as a "fundamentally non-retail service" to which Congress never intended section 251(c)(4) to apply).

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Commissioner Susan Ness
Federal Communications Commission
445 12th Street, NW, 8th Floor
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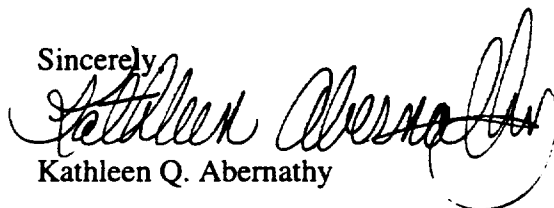
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Sincerely,

A handwritten signature in black ink, appearing to read 'Kathleen Abernathy', with a large, stylized flourish at the end.

Kathleen Q. Abernathy

CC: Ms. Linda Kinney

^{2/}

See Implementation of the Local Competition Provisions in the Telecommunications Act of 1996, 11 FCC Rcd 15499, ¶ 874 (1996) (characterizing exchange access as a "fundamentally non-retail service" to which Congress never intended section 251(c)(4) to apply).

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USWEST

Kathleen Q. Abernathy
Vice President - Regulatory Affairs

January 21, 1999

EX PARTE

Ms. Magalie Roman Salas
Secretary
Federal Communications Commission
1919 M Street, N.W., Room 222
Mail Stop 1170
Washington, D.C. 20554

RE: CS Docket No. 98-147, Deployment of Wireline Services Offering Advanced
Telecommunication Capability

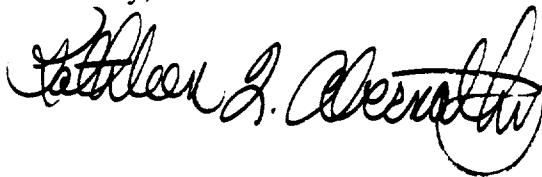
Dear Ms. Salas:

Enclosed is a letter with attachment submitted today as a written ex parte to the Chairman and all Commissioners. Please include this letter and the attachment in the record for the above referenced proceeding.

In accordance with Section 1.1206(b)(1) of the Commission's rules, the original and one copy of this letter, with attachment, are being filed with your office. Acknowledgment and date of receipt of this transmittal is requested. A duplicate of this letter is included for this purpose.

Please contact me should you have any questions concerning this matter.

Sincerely,

A handwritten signature in black ink, appearing to read "Kathleen Q. Abernathy", written in a cursive style.

Attachment